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"... now is the time to rededicate ourselves to merit principles" p. 13

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WORTH NOTING

• BARGAINING SCOPE: The work lives of Federal employees could be opened to a wider range of labor-management negotiation through proposals recently sent out for comment to Federal agencies, employee unions, and other interested parties by the Civil Service Commission.

Suggested as possible areas for wider negotiation are the procedures for handling incentive awards, performance evaluation, promotions, probationary periods, and reductions in force. In no case do the new proposals call for changes in basic legal requirements or Executive orders. However, regulations which carry out basic laws in many cases impose additional requirements which could legally be opened up to negotiation.

The tentative proposals reflect extensive staff work, recommendations of an interagency study group, suggestions by unions, and the contributions of a 3-day conference of personnel directors entirely devoted to the scope of bargaining. No change will be made in existing procedures or regulations until full consideration has been given to agency and union comments.

• IMPROVEMENT and modernization of the system for classifying nearly 1.3 million white-collar Federal positions at GS grades 1 through 15 is the goal of a Civil Service Commission project expected to be completed by the fall of 1973. The system being developed calls for the person reviewing a given job to analyze it on a factor basis, and to measure it through the use of approved benchmark descriptions. Among the factors which may be used are difficulty of the work, amount of personal contact needed, and knowledge required. Development, testing, and possible implementation of the new system will involve an extended period of time. In the interim, all CSC position classification standards will remain in force.

• PUBLIC SERVICE Careers Program in Government has been funded by the Labor Department through the fiscal year ending June 30, 1973. The Civil Service Commission has been allocated $3.9 million to continue the Federal portion of the program. This

(Continued—See Inside Back Cover)

for the first time . . . it's the law

THIRD GENERATION EQUAL EMPLOYMENT OPPORTUNITY

by Irving Kator, Asst. Executive Director, Civil Service Commission

ON MARCH 24, 1972, President Nixon signed Public Law 92–261, which among other things, places Federal employees and agencies under the Civil Rights Act of 1964, as amended. For the first time, it gives the Civil Service Commission statutory authority to see that all personnel actions in the Federal Government are not only free from discrimination, but are actively and affirmatively oriented toward equality of opportunity.

The act represents the culmination of many years of work by civil rights groups, various committees of Congress, and the executive branch. It was supported strongly by the President and the Administration as it worked its way through Congress, and the Civil Service Commission worked closely with the committees of the Congress in the development of the legislation as it affects Federal employees.

Its name—the Equal Employment Opportunity Act of 1972.

A clue to its intent is the fact that until shortly before passage by the Congress, it was called the Equal Employment Opportunity Enforcement Act of 1972.

But there should be no illusion that the name that finally emerged means that enforcement will be more rhetoric than reality. The act opens up new avenues for enforcement, and they are broad avenues, capable of accommodating heavy traffic if they must. And for Federal employment it places responsibility for enforcement squarely on the Civil Service Commission.

The act goes far beyond enforcement alone as related to the Federal Government. It requires substantially more affirmative action on the part of agencies, and substantially more monitoring of such action by the Commission.

In short, while the total integration of equal employment opportunity into every aspect of personnel policy and practice in the selection, placement, training, and advancement of civilian employees of the Federal Government remains an administrative commitment, it is now also the law of the land.

Where such integration is found to be falling short, and when an agency permits a situation that needs correction, the Commission now has additional authority to correct matters "through appropriate remedies."

These remedies may be reinstatement or hiring with or without back pay—a new authority granted the Commission. Long-standing, of course, is the authority under Executive order to issue such rules, regulations, and instructions in this area as are deemed necessary. The head of each agency is now obligated by statute

to comply with such orders and instructions.

Furthermore, Federal employees who allege discrimination based on race, color, religion, sex, or national origin have guaranteed access to the courts if they are not satisfied with the final action taken on their complaints by an agency or by the Commission's Board of Appeals and Review.

Effective the day it was signed, the act ushers in a new era for the Federal program. We call it third generation equal employment opportunity because it represents the third distinct phase in the evolution of equal employment opportunity in the Federal Government.

FIRST GENERATION EEO

Historical perspective makes these phases perceptible. Although Article VI of the Constitution prohibited religious discrimination in filling "any office or public trust under the United States," and the Civil Service Act of 1883 substituted merit for politics and other nonmerit factors as the measure for Federal employment, the principle that public employment could not be denied for reasons of race, creed, or color was first stated by the executive branch in Executive Order 8587 in 1940. This order amended the Civil Service Rules to prohibit discrimination on the basis of race. It was followed closely by the Ramspeck Act barring discrimination in the Federal service on the basis of race, creed, or color. (Sex was not added to nondiscrimination language until 1967.)

Each President beginning with President Roosevelt in 1940 issued Executive orders aimed at eliminating discrimination in Federal employment. These orders issued over a period of 15 years set up various Boards and Committees assigned to implement this Federal policy. The policy emphasis, however, was on nondiscrimination, and the program remained passive.

Thus in a succession of administrative actions designed to promote fair treatment in the Federal job market, agencies were told not so much what they should or must do, but rather what they could *not* do.

This was first generation equal employment opportunity.

TRANSITION

The transition from a passive program to a positive one was gradual.

In 1955, President Eisenhower's Executive Order 10950 proclaimed "it is the policy of the United States Government that equal opportunity be afforded all qualified persons, consistent with law, for employment in the Federal Government."

"Equal opportunity" had surfaced. The long, sweeping curve that was to shift the program's direction had begun, and the concept of "affirmative action" was on the horizon.

SECOND GENERATION—AFFIRMATIVE ACTION

The concept of "affirmative action" was introduced in 1961 with President Kennedy's Executive Order 10925, which directed "positive measures for the elimination of any discrimination, direct or indirect, which now exists."

This marked the birth of the second generation in the evolution of equal employment opportunity efforts in the Federal service. It was nurtured through its formative years in the Kennedy-Johnson era and brought to maturity in the Nixon administration.

President Johnson's Executive Order 11246 in 1965 brought the significant change of putting responsibility for Government-wide guidance and leadership under the Civil Service Commission—for the first time placing equal employment opportunity in the mainstream of Federal personnel administration.

Although the Kennedy-Johnson orders placed upon agencies the responsibility for active efforts to assure equal opportunity, the orders did not address themselves to the specifics of affirmative action or to the problems of upward mobility of lower level employees. President Johnson's E.O. 11375 of 1967 added sex for the first time as a prohibited form of discrimination.

EXECUTIVE ORDER 11478

Soon after he took office in 1969, President Nixon asked the Commission to study the Federal EEO program and to recommend improvements. The result was Executive Order 11478, issued August 9, 1969.

It was much stronger than preceding orders and brought second generation EEO efforts to maturity. It made the following significant changes:

- For the first time it made clear that equal employment opportunity "applies to and must be an integral part of every aspect of personnel policy and practice in the employment, development, advancement, and treatment of civilian employees of the Federal Government."
- It emphasized upward mobility so that underutilized employees with ability to advance could receive training and experience that would help them compete for more responsible jobs.
- It spelled out specifically the steps which constitute "affirmative action."
- And it made a clear distinction between equal opportunity efforts for all persons and manpower training programs in Federal agencies to employ and assist the disadvantaged.

This total integration of personnel management and equal employment opportunity meant that the personnel system must reflect equal opportunity at every step—in initial hiring, promotion, evaluation, awards, training—in short, across the full gamut of personnel administration. It meant, too, that the Civil Service

Commission, the agency with overall authority for personnel management, is also responsible for equal employment opportunity, and the two functions are unified rather than being individual efforts traveling separate paths.

PROGRESS AND RESULTS

The key to measuring the effectiveness of affirmative action programs is, of course, results. The Federal equal employment opportunity program has been moving in the right direction. Minorities not only hold significant numbers of positions, they have moved and are continuing to move up the pay scale.

Minority employment continues to increase at all but the lowest levels, with total minority representation now standing at 19.5 percent of the work force. From 1967 to 1971, for example, minority employment in all pay schedules increased by 6,080 positions while total Federal employment decreased by 48,169.

The latest survey—data as of November 30, 1971—shows that the number of minority group Americans in better paying jobs in the Federal Government increased significantly. Minorities now hold 15.2 percent of General Schedule positions—28 percent, GS 1–4; 18.9 percent, GS 5–8; 8.9 percent, GS 9–11; 5.2 percent, GS 12–13; 4.2 percent, GS 14–15; and 2.8 percent, GS 16–18—all (except GS 1–4) up from 1970.

The survey also revealed that minority employees are moving into the middle and higher grade levels at a faster rate than non-minority employees. The chart spells out just how much faster. This is a result of efforts which the Commission and agencies are making to assure upward mobility into better jobs, many of them in professional and administrative fields.

Over one third of the Federal work force now is made up of women. At the higher grade levels of the Federal service, GS–13 and above, close to 3,000 women have been added to the rolls since 1966.

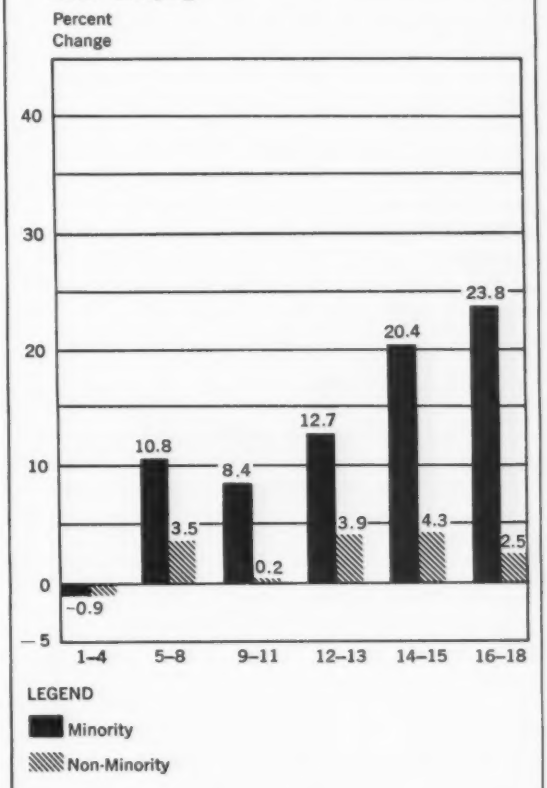
November 1971 data for the largest Federal agencies show an increase in the number of women in mid-level positions on their way up the career ladder. While women held only 20.7 percent of all jobs at grades GS–7 through 12 in 1970, they accounted for 50 percent of the total increase in jobs at these grade levels from November 1970 to November 1971. This is 7,000 jobs out of the increase of 14,000 at these grade levels.

A recent development is the use by Federal agencies of numerical goals and timetables for minority employment. Goals are also applicable to women. This management concept is encouraged by the Commission as useful in contributing through merit staffing toward the resolution of equal employment problem areas within agencies.

The goals, which should be closely related to antic-

FEDERAL SERVICE

Percentage Increase or Decrease in the Number of Minority Group and Non-Minority Employees Between November 1970 and November 1971 by Grade Grouping



General Schedule and Similar Grade Groupings

In those General Schedule and similar grade groupings where both minority and non-minority employment increased, gains by minority group Federal employees occurred at faster rates than those for non-minority employees. On November 30, 1971, there were 7,181 more minority group employees in grades 5–8 than on November 30, 1970, 2,204 more in grades 9–11, 1,337 more in grades 12–13, 549 more in grades 14–15, and 31 more in grades 16–18.

ipated job opportunities and to skills available in the recruiting area, can serve to stimulate affirmative action and progress within the merit framework in particular organizations, grade levels, or occupational fields.

THIRD GENERATION EEO—ENFORCEMENT

We have seen the program develop and change direction from nondiscrimination to emphasis on positive, steadily strengthened affirmative action to get measurable results within merit principles.

Now we have entered a new era—an era where equal employment opportunity and affirmative action are no longer matters of executive-branch policy alone. They are the law.

We have come to third generation equal employment opportunity: a strong affirmative action program, totally integrated into personnel management, and enforcement—all supported by statutory authority.

Let's look at the new provisions on the books.

COVERAGE

The law states that all personnel actions affecting employees or applicants for employment "shall be made free from any discrimination based on race, creed, color, religion, sex, or national origin." The departments and agencies covered by the law are the same as those covered by E.O. 11478 and include the U.S. Postal Service and the Postal Rate Commission. The Library of Congress is also included but enforcement is made the responsibility of the Librarian.

For all other offices covered, the Civil Service Commission has authority for enforcement and may order whatever remedies are appropriate, including reinstatement or hiring of employees with or without back pay.

Regulations have been developed for assuring enforcement, including the award of back pay as a remedy in findings of discrimination.

On-site evaluations will be stepped up and collection and analysis of data on minorities and women expanded to help us and agencies identify problem areas and do something about them.

Make no mistake. The Congress wants compliance. The Commission wants compliance. "Business as usual" will not suffice. This goes for both sides of the coin, whether it's a manager playing the "quota" game, or a supervisor paying only lip service to the Federal EEO program.

The act states very clearly that "nothing contained in this act shall relieve any Government agency or official of its or his primary responsibility to assure nondiscrimination in employment as required by the Constitution and statutes or of its or his responsibilities under Executive Order 11478 relating to equal employment opportunity in the Federal Government."

ACTION PLANS

While each department and agency has been required by the Commission to submit an annual EEO action plan for review, the act requires that the Commission be responsible for an annual review and approval of national and regional EEO action plans. It is now a legal obligation for the Commission to review each agency's plan and give formal approval before its implementation.

Regional action plans are brand new. They offer the opportunity for a close look at an individual installation's affirmative action plans, its problems, and its progress. We propose to tailor regional plans to an agency's own organizational structure. This is an important step in decentralization and will permit us to home in on particular problem areas. CSC regional offices will review regional plans. Our ADP capability will be enhanced so we can look with some particularity at field installations, as well as at an agency's overall picture.

Statistics are important indicators of management action. We plan to use them to the hilt.

By law, action plans must now include, but are not limited to:

(1) Provisions for the establishment of training and

education programs designed to provide a maximum opportunity for employees to advance so as to perform at their highest potential. We have revised our action plan guidelines accordingly and we will review agency actions against our instructions.

(2) A description of the qualifications, in terms of training and experience, of "principal and operating officials" and agency personnel and resources devoted to equal employment opportunity. New standards have been developed for equal employment opportunity officials and agency personnel will be required to meet such standards. The adequacy of the number of persons assigned to EEO, and of the other resources agencies are devoting to their equal employment activities, will be a part of the action plan reviews now made by the Commission. The job required by law cannot be accomplished without resources and it will be the obligation of each agency to supply the necessary staff and resources.

MONITORING

The Commission is now responsible for reviewing and evaluating the operation of all agency equal employment opportunity programs. It is also required to obtain and publish progress reports on all of them at least semiannually. Agency employment reports of minorities and women must be sufficiently comprehensive to comply with the legal requirement which calls for semiannual reports. Agencies will be required, in addition, to provide narrative program activity reports.

On-site evaluation will be the prime method for monitoring problems and progress. For the first time, the equal employment programs in major agencies will be reviewed on an annual cycle, including headquarters as well as a sampling of field installations.

ACCESS TO THE COURTS

Within 30 days after receipt of notice of final action taken by an agency or by the Commission's Board of Appeals and Review, an employee or applicant for employment who has alleged discrimination based on race, color, religion, sex, or national origin, if he (or she) is dissatisfied with final action, may file a civil action in court, naming the head of the employing agency as defendant. Also, a complainant may file a civil suit if final action on the complaint is not taken by the agency within 180 days of filing, or by the Commission's Board of Appeals and Review within 180 days of an appeal from an agency decision. The Commission will assist agencies in meeting their deadlines on final action complaint decisions by providing Commission investigators, on request, on a reimbursable basis. Also, we will monitor agency complaint processing closely to prevent backlogs and bottlenecks and will continue as under present regulations to provide independent third-party appeals examiners to hold hearings in complaint cases.

Once a civil action is filed, the court, if it deems it just, may appoint an attorney for the complainant, and waive payment of fees, costs, or security. A judge will be assigned to hear the case at the earliest practicable date. If the court finds that the agency has intentionally engaged in an unlawful employment practice, it may enjoin the agency head from such practice and order such corrective action as it deems appropriate—including reinstatement or hiring, with or without back pay.

The Commission is well aware of the implications of this provision of the act, but we do not foresee it as sending a steady stream of grievants to the courts. We welcome it as an opportunity to have the decisions in discrimination cases measured by the courts as to their fairness.

To be sure, guaranteed access to the courts and back pay possibilities may possibly mean a heavier volume of court cases than we have witnessed before. This will challenge the quality of administrative handling of complaint cases, and may well—as the legislation means it to—improve it where improvement is needed.

We do foresee the development of a body of legal precedent which will need to be followed by Federal appeals examiners handling discrimination complaints.

IN SUMMARY

Equal employment opportunity in the Federal service now has a clear, specific, and positive statutory charter. It has come a long way but still has a distance to go.

Discrimination is not just the malicious intent of individuals. It may be systemic. Our job is to see that it does not appear in any Federal merit procedures. To assure this, all aspects of our systems for the recruitment and selection of employees will undergo intensive review.

Solid progress in the employment of minority group persons and women has been made, and it is a cliche to say that more is needed. But until the Federal Government has a better representation of all groups, including women, throughout the grade structure and in policy-making positions, further progress will be needed. And it will come with continued emphasis on merit principles, not their abandonment. Under true merit principles, it's the man or the woman as measured against the job that counts, not irrelevant factors of race, religion, sex, or national origin. And it will come, not on a compensatory basis because of past disadvantage and discrimination, but on the basis of the ability of minority group persons and women to compete with all comers under a fair employment system based on merit.

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THE AWARDS STORY

Cost reduction, equal employment opportunity, distinguished public service, and valor are highlighted among recognitions recently granted to outstanding Federal employees and private citizens.

NAVY HONORS SONAR PIONEER AND COST-CUTTING EMPLOYEES

Noel N. McLean, Chairman of the Board of Edo Corporation, recently received the Navy's Distinguished Public Service Award for outstanding work in developing sonar equipment over the past 25 years. In a special ceremony held May 31, Rear Admiral R. C. Gooding, Vice Commander of the Naval Ship Systems Command, presented the Navy's highest civilian award for "outstanding service to the U.S. Navy in the fields of sonar development, anti-submarine warfare technology, and oceanographic research."

Under his leadership, Edo Corporation developed practically all of the depth sounders and listening arrays in the U.S. fleet today. In addition, he has contributed as a trustee and member of the Anti-Submarine Warfare Advisory Committee of the National Security Industrial Association, and as Chairman of the Board of Trustees of Woods Hole Oceanographic Institute, a non-profit organization that conducts basic oceanographic research for the Navy.

Three awards of over $5,000 each were granted to employees of the Navy Department whose special efforts collectively resulted in a saving to the Department of $21.3 million during the last fiscal year. These significant achievements were honored:

- An award of $13,165 was shared by Albert Giannoti and Lt. Cdr. Billy L. McClellan who together suggested procedures whereby all materials required by a contract for overhaul, rework, or maintenance of Government aircraft and engines are supplied and controlled through a Single Supply Control Point. These procedures replaced a more costly method of providing funds to contractors to purchase Government-furnished materials. The first-year saving was $12.1 million.

- Vincent G. FitzSimmons, a Research Materials Engineer at the Naval Research Laboratory, Washington, D. C., developed a "barrier film" technique to prevent the spreading of oil from critical ball-bearing surfaces, a mode of oil depletion which he had identified as a major cause of miniature ball-bearing failure in aircraft gyros and gyro platforms. His technique is expected to double the bearing life of nine types of gyro equipment. First-year dollar benefits were estimated at $4,500,000, plus exceptional intangible benefits consisting of increased instrument reliability and improved aircraft safety. Mr. FitzSimmons received a cash award of $10,540 for this special achievement.

- A group Special Achievement Award of $5,750 was shared by five employees, four employed by the Navy Ships Parts Control Center, Mechanicsburg, Pa., and one employed by the U.S. Army Munitions Command. Near the end of 1968, Navy stocks of 5-inch, 38-caliber propellant were nearing depletion because of rapidly accelerated use in Southeast Asia. Thus, an order for over 29.3 million pounds of propellant was placed with the Department of the Army. Because local Army and Navy propellant production facilities had reached peak workloads and delays would have resulted from trying to find another supply source, the five employees located 47 million pounds of surplus M6 (155mm) propellant in Army stock and successfully demonstrated through testing that it could be substituted. As a result, procurement of the 5-inch, 38-caliber propellants was reduced by approximately 11.6 million pounds, with a saving of $4.6 million to the Department of the Navy.

INTERIOR DEPARTMENT AWARDS

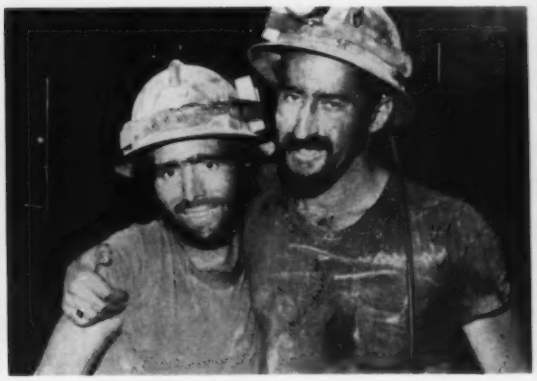
Constitution Hall was the scene of the Secretary of the Interior's 40th Annual Honor Awards Convocation on June 15, at which 51 Interior employees were granted the gold medal for Distinguished Service and 17 employees received gold medal Valor Awards. In addition, Secretary Rogers C. B. Morton granted nine Public Service Awards to private citizens for outstanding contributions to wildlife preservation, conservation of natural resources, and advancement of Indian people.

Those who received gold medals for Distinguished Service were:

- Leon W. Hill, Director of the Bureau of Reclamation's regional office in Amarillo, Tex., was cited for his guidance of multi-million-dollar programs for the construction, operation, and maintenance of water resource development projects which will bring added municipal and industrial water, recreation, flood control, and associated benefits to several million people in the area.

- Dr. Ralph W. Imlay was honored for his many outstanding contributions to geological research and the Geological Survey throughout a 32-year career with the Department of the Interior. Dr. Imlay is a renowned expert on Jurassic and Cretaceous paleontology. His research has provided a total picture outlining the geologic and biologic history of the North American continent through 60 million years of time.

- Lyle F. Jones was cited for his service with the



SCENES FROM THE SITE of the rescue of two miners who were trapped for days below the surface in the Sunshine Silver Mine fire in Kellogg, Idaho. Fifteen rescue workers—Bureau of Mines and Sunshine Mine personnel—received Interior Department Valor Awards as a result.

Bureau of Land Management, particularly for contributions to Bureau programs in Alaska. He was recognized for his outstanding leadership in building and motivating an effective team of highly professional employees to carry out the cadastral survey of Alaska. He initiated the survey of the 104 million acres granted the State under the Alaska Statehood Act. He has adapted and refined the evolving technique of airborne electronic survey, with impressive results for accomplishing the Bureau's mission.

• Victor E. Hill was recognized for his distinguished career with the Bureau of Indian Affairs. His work is characterized by his unique abilities in providing humanistic educational and administrative services of superior quality for Indians and Alaskan Natives during his 30-year career. Mr. Hill instituted community programs for newborn infant care, sanitation, and preventive health practices, thereby reducing mortality rates and enriching the quality of life for Alaskan Natives and Indians.

Secretary Morton presented Valor Awards to 15 men for their oourage, tenacity, and compassion for their fellow man in the rescue of two mine workers who had been trapped for 7 days, 4,800 feet below the surface, in the Sunshine Silver Mine fire at Kellogg, Idaho, on May 9. Twelve of the rescuers were mine engineers and mine inspectors employed by the Interior's Bureau of Mines, and three were employees of the Sunshine Mining Company.

At great risk to their lives and working continuously over a 15-hour period, these men used an untested rescue capsule to clear debris from a narrow jagged borehole used to ventilate the mine and turned it into an escape route for bringing the survivors to the surface. With time running out, the rescuers searched more than a mile of partially obstructed underground passageways in temperatures up to 125° F. until they found the two survivors. The disaster had taken the lives of 91 other miners.

Private citizens who received the Public Service Awards for outstanding contributions to the missions of the Department were:

• Dr. John C. Frye, Professor of Geology, University of Illinois, and Chief of the Illinois State Geological Survey, for his contributions to Interior's mineral resources programs.

• Prof. George J. Zissis, University of Michigan, for his contributions to Interior's Earth Resources Observation Systems (EROS) Program.

• Mrs. Velma B. Johnston, for more than two decades a crusader for wildlife refuges and for Federal legislation dedicated to the preservation of America's free-roaming wild horses and burros.

• Robert E. Lewis, Governor of the Zuni Indian Pueblo, for his contributions and dedication in pioneering approaches to the advancement of Indian people and development of Indian resources.

• Marlin Perkins, in recognition of his outstanding contribution in bringing to the public an understanding of wildlife goals and practices in protection of endangered species through his "Wild Kingdom" television show.

COMMERCE'S EEO ACHIEVEMENT AWARDS

Secretary of Commerce Peter G. Peterson recently granted special honorary awards to employees who had made outstanding contributions to fostering equal employment opportunity in the Department during the past year. Ten employees received Special Achievement Awards at the Department's third annual awards ceremony attended by Commerce officials and families and friends of the awardees.

—Dick Brengel

A Strategy for State and Local Governments

by Frank Sherwood and Fred Fisher

A NEW ORGANIZATION has been born in the Nation's Capital. Nothing new—it happens practically every day—but we believe this one is different. Furthermore, we believe it holds some hope for moving State and local governments down the road toward their growing responsibilities. It's called the National Training and Development Service for State and Local Government. You may have heard it referred to as the Continuing Education Service for State and Local Government. The name change took place at the first official board meeting of the new Service last May when it was decided that NTDS more accurately reflects the mission of the new Service.

NTDS has been a long time coming. And that is understandable. It is a complex task to put together a program that will serve many interests and cope with a vast array of problems. Before we get into the guts of the program, it will be helpful to relate briefly some of the particulars of the NTDS conception. While the 1962 Municipal Manpower Commission report "Governmental Manpower for Tomorrow's Cities" spurred a lot of interest in training and development during the early sixties, no individual or group was able to get it together with enough persuasion to fund a comprehensive effort aimed in the direction of State and local governments.

It wasn't until late 1969 that the concept of continuing education for State and local governments began to occupy an encouraging spot on anybody's agenda. About that time, the executive directors of six major

public interest groups (the International City Management Association, National League of Cities/U.S. Conference of Mayors, National Governors' Conference, Council of State Governments, and National Association of Counties) had begun meeting in order to pool the strength of their members in finding answers to the pressing needs of State and local governments. Working through a newly formed secretariat, the State-County-City Service Center, the directors decided that in-service training would be their top-priority concern.

In May 1970, the six groups convened in a national symposium at the Adult Education Center of the University of Maryland in College Park to consider a new course of action in continuing education for State and local governments.

There was consensus among the 46 participants that it was time to move on continuing education with a bold and vigorous program. A formal report of the symposium's deliberations entitled "Consensus at College Park," which was presented to the six executive directors, contained the format of a plan of action.

Thanks to Ford Foundation funding of an intensive 8-month planning effort, the consensus statement was transformed into a plan of action, and on May 1, 1972, the National Training and Development Service opened its doors in Washington, D. C., with Tom Fletcher, former city manager of San Jose, Calif., and former deputy mayor of Washington, D. C., at the helm.

Initial funding to establish the Service is being provided by the Intergovernmental Personnel Act, administered by the U.S. Civil Service Commission, and by the Ford Foundation.

The plan for NTDS represents a systematic effort to deal with the world as it is, not as we would like it to be—and that's what makes the new Service so important to the men and women out in the trenches.

What are some of the realities of the NTDS world?

The first and perhaps most important is that this country contains some 90,000 different governments spread across hundreds of thousands of square miles. There is not a parallel situation in the entire world. We have far more governments than any other country.

If sheer numbers are not enough to convince us of the scale of the problem, there is the arresting fact that "State and local" comprehends at least four markedly different types of institutions—the States, the counties, the cities, and the single-function districts. Further, their needs and interests are profoundly affected by the States in which they operate.

They also are influenced greatly by professional and other interests. The school districts, for example, have for the better part of a century enjoyed relative separation and independence from general governments. Now we are recognizing how interdependent they are with all our other public concerns and activities.

No program that seeks to serve the whole interest of our State and local governments can afford to ignore any of these significant components of our system. On the other hand, to try to deal with all of them on anything like an individualized basis would require a national organization of a scale and with resources that are almost beyond imagination.

A second problem is one of leadership. No matter how we might want to idealize the concept of home rule, the fact is that it is crushingly difficult to attract into these 90,000 governments the quality of leadership needed. The rewards often are very low, the future highly precarious, and the standards of performance variously constructed and applied.

Discouragingly, the situation is one in which it is very difficult to insert a substantial training input. The leadership resources in State and local governments are very thin, much too thin. We can remember many cases in which city managers were reluctant to propose adequate staff assistance for themselves because of fear of public criticism.

"... it was time to move on continuing education with a bold and vigorous program ..."

Also, the average citizen is unaware of the pace of technological and social change. When a man is hired at a top salary, it is assumed that he knows all there is to know. Local elective boards do not look kindly on lengthy training programs for top executives. And, if the truth were known, neither do the executives themselves.

Thus we have a basic psychological and systemic problem. It becomes all the more serious if you accept our proposition that changing and adapting organizations (the crucial need in our urban communities) must have growing and changing leaders.

Much of the problem of training leaders in State and local governments is simply reflective of a general lack of commitment to human resources development in the society. Training has not been recognized as a necessary cost of doing business; and that cost is not

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Mr. Sherwood is Director of Federal Executive Institute and Mr. Fisher is Vice President of the National Training and Development Service. Both were deeply involved in the conception and development of the National Training and Development Service idea, presenting papers at the College Park Symposium and later contributing to development of the plan of action funded by the Ford Foundation.

so much for training fees as for providing employment levels that anticipate a regular complement of people in training.

A final point in this recital of problems—it is no easy task to get a handle on the state of the training art today. Partly this is because training is like sex. Everyone considers himself an expert. If there are differences in performance, they are kept more or less confidential. (Of course, we are aware that nothing much is private any more, and perhaps one of the good consequences will be more openness about training methods and performance.)

Actually, the state of the training art has moved forward dramatically in the last 10 years. There are highly consequential and impactful programs and trainers to be found in various parts of the country. But there are also a good many people in the field who either do not know their business or still rely on the philosophies and approaches of a bygone era. Testing

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". . . a systematic effort to deal with the world as it is, not as we would like it to be . . ."

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the relevance of a training strategy to a given situation is subtle and intuitive at best; and it is really too much to ask the generalist administrator to be informed enough to play an important planning and decision role. There are an awful lot of bad training investments made every year, in large part a result of the failure to disseminate more effectively information about changes and advancements in training technology and philosophy.

In sum, realism says that the National Training and Development Service has a tough job ahead. Such awareness should not be regarded as pessimism. It means that strategies have to be developed that seek to deal with real, and not rhetorical, needs. It also suggests that we ought to set realizable targets for this new organization. Most certainly, NTDS is not going to arrest urban deterioration. And most governments will feel no direct effects of the NTDS existence in the immediate future—if ever.

What, then, should we expect of this new organization?

It may be easier to answer this question by saying what NTDS will not be. It may surprise many, but NTDS will not become a large organization although the task it faces is immense. It will not engage in a plethora of training activities, although such work, no doubt, would provide higher visibility, greater financial stability, and early acceptance and support from the clients.

Finally, the Service will run scared from the notion of being all things to all people when it comes to training and development in State and local governments. Already many of those interested in the program have made recommendations for program involvement that would take NTDS down a road of high activity, good feelings, and dismal payoff.

NTDS is clearly committed to collaborate, and not compete, with the many institutions and individuals now involved in continuing education for State and local governments. If there is one watchword for NTDS—it is *multiply*. And what will it be trying to accomplish through the multiplier theory? In the simplest terms, NTDS will be trying to make training and development an integral part of the management strategy of as many State and local government agencies as possible. It is central to the NTDS philosophy that training and development of human resources must be so regarded. Each government must take responsibility for its training, as it must for all its management activities.

But response to the message of NTDS will differ from government to government. Thus, the NTDS strategy is two-phased: (1) to form a network of those government leaders who are, or can become, training-oriented, and (2) to give a variety of supports to those governments which, by virtue of their actions, are prepared to make waves. This is not to suggest any policy of exclusivity. Anyone can join the network by taking training seriously.

At the risk of repetition, we would like to dwell further on this concept of institution building. Bear in mind that we conceive the basic problem as one of organizational capability to identify needs, to match up resources, and to undertake the necessary programs.

". . . the National Training and Development Service has a tough job ahead . . ."

Experience shows that top management has to be involved in, and committed to, the effort. That does not mean that every top manager must be so concerned; but such effort requires more than specialized staff investments. That is why it is proposed that NTDS make a major effort, through orientation sessions, policy conferences, and special executive seminars, to identify top officials who can and will provide leader-

ship in their respective governments.

The second piece of the action comes when there is a commitment within the government to move ahead. At this point we see several types of resources required. Most important is the imperative that there be a person in the organization who recognizes training as a basic

> *". . . strategies have to be developed that seek to deal with real, and not rhetorical, needs . . ."*

responsibility and who has developed sufficient expertise to follow through on the training commitments of top management.

This job is appreciably different from that of trainer. Hence the label: training and development manager. Responsibilities of this role involve identification of training needs in the organization, effectiveness in working with appropriate groups, and creativity in matching up resources (both inside and outside the organization) with identified needs. It is through this mechanism that a particular government responds to its unique requirements; and this is why the proposal does not deal with specialized training needs, as in labor relations, law enforcement, race relations, and so forth.

NTDS will support development of training expertise in the individual governments in a variety of ways. There will be a major effort to train training and development managers. There will be back-up consulting services. And network activities will involve publications, experimentation in new methodologies, clearinghouse services, and possibly evaluations of training ventures in the public and private sectors. In short, the NTDS network activity should allow a training and development manager to keep up to date, become exposed to new ideas and programs, and secure help for special situations when needed. Perhaps as significantly, the network should be an important psychological support for training in all the jurisdictions involved.

These network functions will benefit not only the governments, but also the educational and training institutions that seek to serve them. The objective is to provide as much help as possible to upgrade training offerings, to facilitate their marketing, and to aid the universities and colleges of the Nation to direct resources and energies toward these very worthy enterprises.

While NTDS clearly will emphasize outreach, it should not be overlooked that the existence of a national voice for training in State and local government can have great potential significance. This is not suggested in any lobbying sense. Many of the policies that affect training investments and programs are made in a great variety of consultative sessions; hence opportunities abound to represent the training point of view.

It is hoped that such a national voice can help to reduce the fragmentation of the training dollar. If it cannot endow training with sex appeal, perhaps the voice at least can make it clear that training is still training—whatever the program involved. Some recognition of the interdependence of these many efforts would be a welcome result.

A voice also can function as a resource mobilizer. In developing a familiarity with and knowledge about the condition of governments around the country—and more particularly about their training—NTDS should serve to draw greater attention from national policy councils to strategies for improving the performance of State and local government employees.

It is indeed difficult to summarize the great range of thought that went into the final NTDS proposal. In fact, consensus came hard; and it is likely that everyone involved in the planning process would have written an article differing greatly from this one. We do think, however, that we would agree that our interest was not so much in creating something strikingly new as it was in giving operational meaning to an aspiration whose time, we are quite convinced, has come.

> *". . . changing and adapting organizations must have growing and changing leaders . . ."*

SPOTLIGHT ON LABOR RELATIONS

In November 1971 amendments to Executive Order 11491, Labor-Management Relations in the Federal Government, added a new section 13(a). It reads:

"An agreement between an agency and a labor organization shall provide a procedure, applicable only to the unit, for the consideration of grievances over the interpretation or application of the agreement. A negotiated grievance procedure may not cover any other matters, including matters for which statutory appeals procedures exist, and shall be the exclusive procedure available in the unit for resolving such grievances. However, any employee or group of employees in the unit may present such grievances to the agency and have them adjusted, without the intervention of the exclusive representative, as long as the adjustment is not inconsistent with the terms of the agreement and the exclusive representative has been given the opportunity to be present at the adjustment."

The Federal Labor Relations Council has issued interpretive materials, noting that the new grievance requirements are applicable only to those agreements between Federal agencies and unions that are established, extended, or renewed on or after November 24, 1971, the effective date of the amendments, and do not affect agreements entered into before that date.

The Council points out that the order limits the coverage of negotiated grievance procedures to grievances which involve the interpretation or application of the agreement. Other grievances may be resolved through agency systems provided for by civil service regulations or other available agency procedures.

To avoid duplication or overlap in remedies, matters which are already covered under existing statutory appeals procedures may not be processed under the agreement. For example, removal, suspension for more than 30 days, furlough without pay, or reduction in rank or pay, when subject to the appeals system, would not be covered under agreement provisions, but other disciplinary actions, such as suspensions for 30 days or less, if they involve interpretation or application of the agreement provisions, would be covered.

The Council defines the term "statutory appeals procedures" as used in section 13(a) broadly to include not only procedures directly prescribed by statute, but also those appeals procedures established by Executive order or regulations of appropriate authorities outside the agency to implement or administer responsibilities assigned by statute with respect to the subject matter involved.

While section 13(b) provides that only an agency or exclusive representative may invoke arbitration, under section 13(a) a grievance over the interpretation or application of the agreement may be presented by an employee in the unit without the approval of or representation by the exclusive representative and without its being represented.

However, when an employee presents his own grievance, the exclusive representative is given certain safeguards: (1) The union must be afforded an opportunity to be present at the adjustment of the employee's grievance, (2) the adjustment may not be inconsistent with the terms of the collective bargaining agreement, and (3) as required by section 10(e) of the order, the union must be given the opportunity to be represented at all formal discussions between management and employees concerning grievances.

Moreover, the employee is prohibited from having any representative other than the exclusive representative when presenting a grievance over the interpretation or application of the agreement, unless the agreement provides for other representation. Therefore, if the employee does not want the exclusive union to represent him, he must present his grievance himself. He cannot turn to another union or anyone else to act as his representative.

In presenting his grievance, the employee must use only the negotiated grievance procedure. It is the exclusive procedure for resolving grievances over the interpretation or application of the agreement.

This discussion is restricted to grievances under the negotiated procedure which involve the interpretation or application of the agreement.

The right of an employee to choose a representative other than the exclusive representative is unaffected by section 13(a) when the grievance is not covered by the negotiated procedure. This is guaranteed by section 7(d)(1), which provides that "recognition of a labor organization does not preclude an employee, regardless of whether he is in a unit of exclusive recognition, from exercising grievance or appellate rights established by law or regulations; or from choosing his own representative in a grievance or appellate action, except when presenting a grievance under a negotiated procedure as provided in section 13; . . . . "

Thus, for example, an employee may still select his own representative when presenting grievances covered by agency grievance procedures or in disciplinary actions such as removal, suspension for more than 30 days, furlough without pay, or reduction in rank or pay, when subject to the appeals system.

In short, the section 13(a) restrictions on representation are limited to grievances which are covered under the negotiated procedure and which involve the interpretation or application of the agreement.

—Frederick C. Cohen

A Time for Rededication

CIVIL SERVICE COMMISSION Chairman Robert E. Hampton in May joined the exclusive circle of recipients of the Stockberger Achievement Award, presented by the Society for Personnel Administration. He was cited for "the integrity, openness, and skill" he has brought to the top personnel post in Government.

The award, established in 1947, annually recognizes and honors a person in public or private life who has made an outstanding contribution toward the improvement of public personnel management at any level of government. It is named in memory of Dr. Warner W. Stockberger, who was a pioneer and leader in Federal personnel administration. The roster of winners of this prestigious award reads like a who's who in public personnel administration.

A further honor received by Mr. Hampton was a letter of congratulation from President Nixon, which was read at the award ceremonies at the Statler Hilton Hotel, Washington, D.C. Written just before the President left for summit meetings in the U.S.S.R., the letter is reproduced on the next page.

The text of Mr. Hampton's address following receipt of the Stockberger Award is quoted on the following pages:

MERIT SYSTEM · MERIT SYSTEM · MERIT SYSTEM ·

clearly shown to be job-related.

They advocate compensatory preference and quota hiring. They would set aside merit requirements, and job qualifications, but are silent on what would be substituted in their stead.

Little attention is given to the fact that minorities, to an increasing degree, have demonstrated their ability to compete successfully and are truly moving ahead in the civil service.

In advocating extreme remedies to correct past injustices, the rights of others in direct violation of the guarantee of equal protection spelled out in the United States Constitution are casually ignored. Also ignored is the fact that the most significant progress made in equal opportunity has been made under personnel systems applying sound merit principles, where personnel decisions are made on an objective basis rather than on a subjective basis—a basis under which rank discriminatory practices would thrive.

Further, we need to recognize that merit principles will also be undermined if proposals to remove some of the restrictions on the political activities of civil servants are successful.

But many years of experience have taught us that restriction on certain particular forms of political activity is critical in the support of merit principles and representative good government. Without some form of reasonable restrictions, we would soon return to the spoils system where employment and promotion are directly related to services rendered to the party in power.

We cannot afford to permit prominent identification with party success to reenter the civil service as a factor in personnel management. To do so would set back the progress we have made in achieving public confidence in a nonpartisan career system dedicated to the public good. It would also have an adverse effect on our ability to assure social gains in the long term for all our citizens.

Compounding the problem and confusing the picture are some misguided defenders of merit systems, and I emphasize here systems rather than principles because some systems in their administration have lost sight of the principles we advocate.

Many supporters confuse true merit principles with rigid procedures and archaic trappings—the more red

T SYSTEM • MERIT SYSTEM • MERIT SYSTEM • MERIT

EEO—DISCRIMINATION IN TESTING

Several important cases have arisen in recent months alleging discrimination in Federal, State, and local government testing practices. In *Douglas* v. *Hampton*, 338 F.Supp. 18 (D.D.C. 1972), the plaintiffs requested the court to enjoin the use of the Federal Service Entrance Examination (FSEE) on the grounds that it is discriminatory and not job related. The court found that the evidence before it demonstrated through rational validation that the test is job related and refused to enjoin its use on the ground that such an injunction would injure the public interest. The case was remanded to the Civil Service Commission for proceedings under Part 300 of the regulations to consider the plaintiff's allegation of discrimination.

In *Western Addition Community Organization, et. al.* v. *Alioto* (D.C.N.D. Calif., Feb. 7, 1972), an injunction was issued against the use of a new written examination for positions with the San Francisco Fire Department. In an earlier decision, the court had ruled that any test which has a discriminatory effect is illegal, regardless of intent. Although the plaintiffs had shown the test to be discriminatory, the court gave the parties time to work out a new examination. Results of the new examination showed a great disparity between the percentages of white applicants and applicants of other races who passed. Therefore, the court found that the defendants had not rebutted the plaintiffs' *prima facie* showing that the test is discriminatory. The court used as its standard Title VII of the 1964 Civil Rights Act and EEOC Guidelines, which it found "persuasive" in this matter, though they apply only to private employment.

In *Castro* v. *Beecher* (1st Cir. 1972), the District Court found that examinations given for jobs as policeman in Boston and other governmental bodies in Massachusetts between 1968 and 1970 were "not rationally related to the capacity to perform a policeman's job, but that they were discriminatory against minorities which did not share the prevailing white culture." The District Court refused to order preference for black and Spanish-surnamed persons on the ground that they had suffered no greater discrimination than other nonmainstream whites. On appeal, the Court of Appeals held that limited preference should be ordered for black and Spanish-surnamed applicants, since the trial had shown that the previous examination discriminated against them.

The interesting aspect of this case lies in the remedy decreed by the court. In the last issue of the *Journal* (Vol. 12, No. 4), reference was made to the decision of the Court of Appeals in *Carter* v. *Gallagher* (452 F.2d 315, 8th Cir. 1972), in which the court ordered that " . . . one out of three persons hired by the Fire Department . . . be a minority individual until at least 20 minority persons have been so hired." In *Castro* v. *Beecher*, the Court of Appeals remanded the case to the District Court to fix a formula based upon a new examination open to all applicants and the setting up of pools consisting of a priority pool of those who had failed the old examination but passed the new and a second pool of the others currently on the eligibility list. Certification would be made on the basis of a fixed ratio between the two pools.

QUALIFICATIONS FOR APPOINTMENT—CITIZENSHIP

Jalil v. *Hampton* (D.D.C., March 8, 1972). An action brought by a national of India to invalidate as a violation of due process the regulation making United States citizenship a qualification for admittance to the competitive service was denied by the District Court without opinion. However, on appeal, the Court of Appeals remanded the case to the District Court to decide whether the regulation is a reasonable implementation of the Executive order under which it was issued.

On remand the District Court will be required to decide whether "the exclusion of aliens from the executive branch will 'best promote the efficiency of that service.' " In so doing, the court will judge the Civil Service Regulation to determine whether it is a measure which promotes the "efficiency of the service" within the meaning of 5 U.S.C. 3301 upon which the regulation and Executive order are based. The question of the constitutionality of the Commission regulation as well as the Federal statute prohibiting the use of appropriated funds for payment of salaries to alien employees was left temporarily in abeyance.

LOYALTY OATHS

The Supreme Court has upheld a loyalty oath required of all employees of the State of Massachusetts. In *Cole* v. *Richardson* (United States Supreme Court, April 18, 1972) the Court held that the second clause of the oath which states " . . . I will oppose the over-

throw of the government of the United States of America and of this Commonwealth by force, violence, or any illegal or unconstitutional method" is not unconstitutionally vague. The court considered that section to be "no more than an amenity," since it found no reason to assume that the legislature intended an employee to take any specific action nor that there was any evidence of prosecution under the statute. The court distinguished this case from others which have been mentioned here before *(Elfbrandt* v. *Russell, Keyishian* v. *Board of Education, Whitehill* v. *Elkins,* etc.) on the ground that those cases all involved the requirement that employees take an oath stating that they had not or would not engage in activities which are constitutionally protected, whereas there is no constitutional right to overthrow the government.

In *Rodriguez* v. *Seamans* (D.C. Cir., April 3, 1972), the court upheld the removal of an employee with 27 years of service for giving false answers on employment forms with reference to prior membership in the Communist Party or other Communist-affiliated organizations. The fact that it might have been unconstitutional to ask the questions did not give the employee the right to lie. Although the agency indicated it would rehire the employee should an opening arise, since he had given such exemplary service, the court considered it to be outside the scope of its jurisdiction to interfere in the area of the severity of a penalty which it considered to be solely within agency discretion.

—Sandra Shapiro

TRAINING DIGEST

IMPLEMENTING EXECUTIVE DEVELOPMENT

Issuance of Guidelines on Executive Development in October 1971 emphasized a need for interagency communication among Federal trainers that would help them assess their positions and determine their roles with regard to the requirements of the guidelines. In response, CSC's Bureau of Training in cooperation with an advisory group of training officers and the Bureau of Executive Manpower presented a 2-day conference on Implementing the Executive Development Program.

The conference included nine workshops on areas of concern to agency training officers in implementing their programs. The workshops were on:

- Assessing and identifying potential for managing
- Individual development plans
- Mobility programs and developmental assignments
- Training resources utilization
- Program evaluation
- Assisting supervisors and individuals (including coaching)
- Manpower planning for groups and individuals
- Roles and relationships in executive development
- Sources of executive development information.

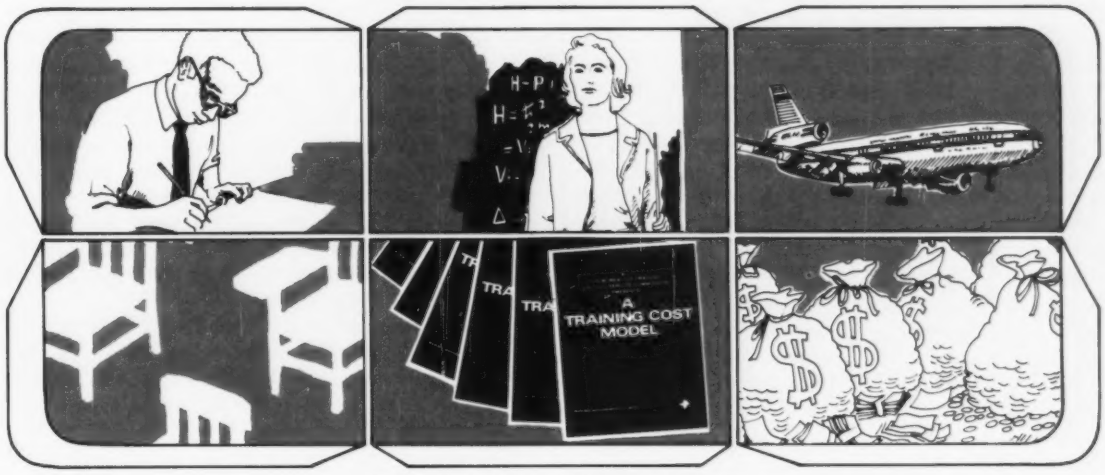
The workshops were planned so that training officers could identify problems, share information, and make recommendations in some areas. Recommendations resulting from the conference were largely in the following categories: (1) the need for additional information and assistance in coaching and counseling of high potential individuals, incumbent executives, and nonselectees, (2) the need to have more information on the areas of assessment of executive potential and executive performance analysis, (3) the need to develop a systematic interagency exchange of information on executive development programs, and (4) the need for additional or expanded training opportunities for persons with identified high potential.

Recommendations and information that developed from the workshops were included in the report of proceedings of the conference and some of the recommendations are being considered by the Interagency Advisory Group Standing Committee on Training and Development.

—Janet N. Smith

Anatomy of a Model

Predicting the cost of training



by Joseph A. Cerio and Ruth D. Salinger

OVER THE PAST two years a major R&D effort has been going on in the Training Management Division of the Civil Service Commission's Bureau of Training—an effort of particular interest to Federal managers because it provides standard cost data in a field where true costs have been most difficult to determine.

For the first time it is now possible for a manager to predict the cost of a proposed training course with considerable accuracy, or even to reconstruct the cost of training accomplished in the past.

The foundation for this successful R&D effort had been laid in March 1967 with the publication of a report by the Presidential Task Force on Career Advancement. This report critically reviewed post-entry training and educational programs for Federal employees.

Many of the key Task Force recommendations were placed in effect by Executive Order 11348, April 20, 1967. This order directed that the Civil Service Commission "shall assist agencies to develop sound programs and financial plans for training and provide advice, information, and assistance to agencies on planning, programming, budgeting, operating, and evaluating training programs." The Commission response took a number of forms, but the idea of constructing a training cost model did not occur to the Commission's training experts this early in the game.

In June 1967 the House Subcommittee on Manpower and Civil Service issued a "Report Covering the Effectiveness of Implementation of the Government Employees Training Act." This document cited the absence of adequate training cost information in the following words: "Most Federal departments and agencies do not have adequate systems for determining and reporting accurate costs of training. Managers lack the necessary cost information to make sound decisions on courses of action regarding existing and proposed training programs."

Even as the Commission pursued a diversified program of agency assistance, it became clear that highly detailed and specific guidance on the difficult matter of predetermining the cost of training would become a necessity. Personnel of the Training Management Division set out to develop a training cost model which would be flexible, accurate, and versatile.

A model is any simplified representation of the real world that enables us to understand that world better, helps us to anticipate how it will react to changes or stimuli, and better enables us to communicate our ideas about that world to one another.

The training cost model is technically a simulation model. It simulates the behavior of training costs under various specified conditions.

THE AUTHORS are employee development specialists in the Training Management Division of CSC's Bureau of Training.

The first step in its development was to define the elements that should be included. Starting with preliminary work performed under contract, and continuing within the Training Management Division, the elements were identified as including standard definitions, cost data tables, and worksheets which allowed the user to perform a step-by-step analysis of training costs.

Development of the Commission's cost model at this time took on even greater significance because of the issuance of two additional documents. The first of these was a report to the Congress in May 1971 by the Comptroller General of the United States on "Improvements Needed in Management of Training Under the Government Employees Training Act in the Department of Defense." In this report, GAO recognized the importance of an undertaking such as the cost model and the impact its use would have on Government-wide training.

Then, in September 1971, the Office of Management and Budget issued a revision of circular A–48 setting forth agency responsibilities for planning training investments. In it was the statement that OMB will review agency training plans and resource allocations to assure that "adequate dollar and manpower resources to accomplish the training effort have been planned for and assigned."

Once the model had been developed it was field tested in agencies. Initial evaluation and testing were undertaken at the Philadelphia Naval Shipyard under actual training conditions. The results of these tests were incorporated into the model, and it was then subjected to extensive validation testing at the Consumer and Marketing Service Training Group for Meat and Poultry Inspection at Denton, Tex., and at the Employee Development Branch of the Consumer and Marketing Service in Washington, D.C. It was next tested and validated through the cooperation of the Food and Drug Administration at their Training Institute at Rockville, Md.

These field tests show that the model works—and works well—under actual training conditions, with accuracy within ± 2 percent of actual costs. A strategy for putting the model into use was then devised.

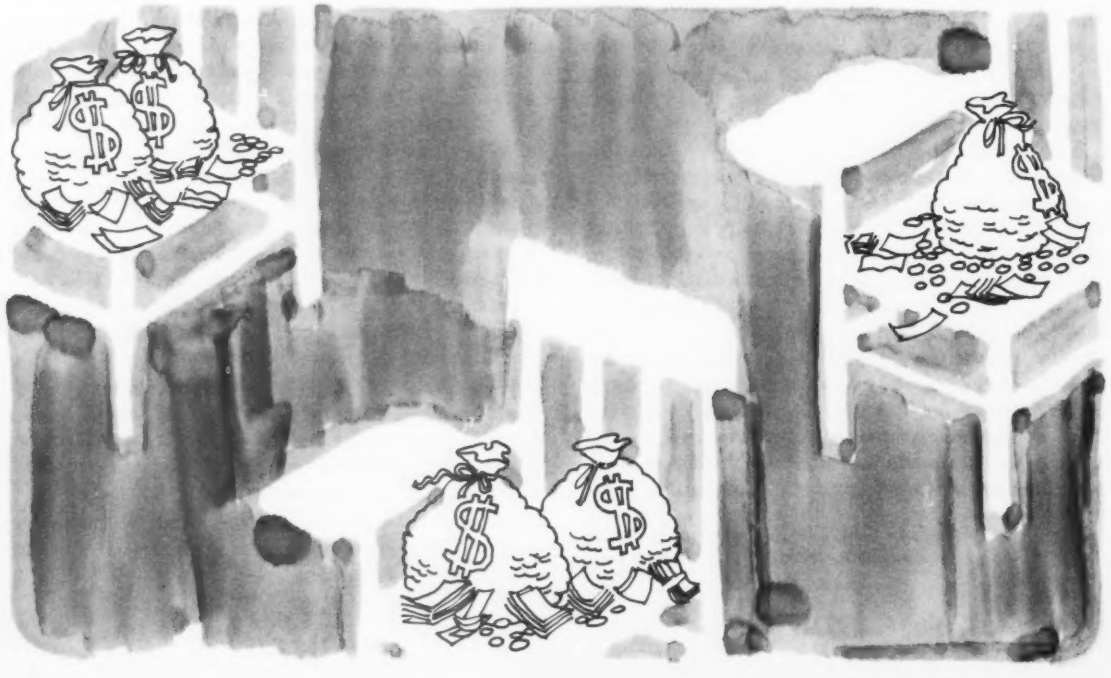
This involved offering the model to agencies on a voluntary basis, seeking the endorsement of top management, and devising instructional procedures to introduce the model to those who would actually be using it.

The following is a description of those procedures, aimed at agency training staffs, but intended to include persons from the budget and personnel offices, and others involved in making decisions on training. Ideally, the training should be presented to teams made up of people from all these functions.

The cost model is demonstrated in a 1-day workshop. Prior to the formal presentation, homework is assigned, consisting of a discussion of cost concepts and relationships. This serves to orient the participant to cost concepts before he encounters the model itself.

The first hour of the workshop consists of an overview. In it the training cost model is defined as a step-by-step procedure which enables the trainer either to predict the cost of a proposed training course or to reconstruct the cost of a course that is past.

In predicting the cost of a proposed course, the trainer must first make the following assumptions and enter them on a basic information worksheet:



- Length of the course
- Times repeated each year
- Number of participants and grade levels
- Course methodology
- Geographic location of the course in relation to that of the participants.

Once the assumptions have been made, cost data are generated by using standard cost data tables. The costs are then entered on one of four worksheets—Development, Participants, Instructors, or Facilities. As a final step, costs for each of these four categories are accumulated on a summary sheet which not only shows the total annual cost of the course under consideration, but also how much the course will cost per trainee hour, per curriculum hour, and per trainee. If necessary, the trainer can substantiate each figure on the summary sheet by referring to the appropriate worksheet.

For reconstructing the cost of past courses, the procedure would be the same as that described above, with actual data substituted for assumptions.

The presentation next turns to agency uses of the model. For the training officer and his staff in particular, the model is especially useful in comparing costs of different training formats and evaluating proposed contractor training packages.

There are at least three other uses of the model which address training resource allocation as it applies to the overall management of the organization.

While training is often the answer to an organizational issue, it is not the only solution in every case, and other approaches may provide better results. It may be decided that special job assignments or counseling, for instance, are more appropriate. The cost model provides a positive input to such decisions.

Similarly, the cost model will enable the trainer to show management exactly what training can be provided for any cost level that management wishes to designate. If management finds it necessary to reduce the training budget, the cost model can be used to show the extent of the reduction in training services brought about by the cut. Or, if additional training is being considered for the future, precise data on its cost can be included in the organization's budget.

Whenever long-range organization planning occurs, training should be considered as one significant potential change factor. The cost model permits the organization to cost out the implications of any strategic decision that involves training.

Let us review then. The model generates several different pictures of training costs which are of use for differing levels of management in differing decision processes. It produces comparative cost data for training officer decisions about course formats. It permits the comparison of training costs versus the cost of other organizational problem remedies. Budget cost data are used by financial managers; and total training cost can be aggregated, if necessary, all the way up to the national level.

Obviously, a lecture/discussion, while serving to give an overview of cost concepts and the cost model, is not enough to make a person proficient in use of the model. It is, therefore, followed by a walk-through exercise in which the assumptions have been made for the participants and the cost data entered on the various worksheets and summary sheet. This walk-through exercise was based on an actual training course, and is very comprehensive.

Now that participants have had an overview and a walk-through, they are given an exercise in which only the basic assumptions have been made and recorded. Working as teams, they must generate cost data from the given assumptions, make the proper computations, and present a summary sheet for comparison with a "school" solution.

The third exercise is similar to the second in that the team approach is used. In it participants use actual agency data, make their own assumptions, and generate training costs by working through the model.

To date, the cost model workshop has been presented to organizations which include Department of Defense (Office of the Secretary), Department of the Army (Office of the Deputy Chief of Staff for Personnel), Federal Deposit Insurance Corporation, Department of Labor (Manpower Administration), and Department of Health, Education, and Welfare (Indian Health Service).

In the Army experience, participants comprised teams made up of the chairman of the training committee, the civilian personnel officer, the comptroller, and an employee development specialist from major installations. A high degree of intrateam communication and rapport prevailed. The team members tended to forget organizational tags while they contributed their particular expertise to a group solution.

On the basis of observations during the Army seminar and on subsequent presentations, the training cost model seems to facilitate interaction between trainers and management, and provides a common ground for discussion between training officers, budget officers, and others involved in training decisions. With this team approach, the model is a useful and usable technique in the management of training programs.

Since July 1, 1972, the cost model workshop has been offered reimbursably by CSC's Personnel Management Training Center. People outside the Washington, D. C., area will be able to participate in the workshop through the Commission's ten Regional Training Centers.

Now that the cost model has moved into its operational phase, the Bureau's R&D effort has been shifted to the next logical step in the development of a training management system—a value model for training. The value model, already well under way, will provide an expected dollar value for a proposed training course. This will yield the missing half of a classic cost/benefit analysis. #

FEDERAL WOMAN'S AWARD ACTIVITIES—*Top left,* Dr. Leverton and Dr. McCreedy, shown shaking the hand of former CSC Commissioner Frederick J. Lawton, with Mrs. Lawton looking on in the foreground; *top right,* Edwin K. Hoffman, president of Woodward and Lothrop, congratulates the Award winners. *Middle left,* Mrs. Nixon with Award recipients at the White House, and on the right of the group HEW Assistant Secretary Patricia Reilly Hitt; *middle right,* Dr. Chatham receives her citation from HEW Secretary Elliot L. Richardson. *Bottom row scenes, l. to r.,* Awardee Mrs. Clemmons with her children; Mrs. Ferguson delivers acceptance speech while her official escort, Navy Under Secretary John W. Warner, stands by; Dr. Davis is escorted by Commerce Under Secretary James T. Lynn for the presentation ceremony; and the receiving line with Mr. Hoffman and the winners.

THE FEDERAL *WOMAN'S AWARD*-1972

TEA AT THE WHITE HOUSE with the First Lady was a new feature of the program for the Federal Woman's Award winners in 1972. On the day following the presentation of the awards, Mrs. Nixon entertained the six outstanding Government career women in the newly decorated Green Room, and also took them through several other rooms of the White House that are not open to the general public.

The 12th annual Federal Woman's Awards were presented at a banquet in the Shoreham Hotel in Washington on March 14. Mrs. Patricia Reilly Hitt, Assistant Secretary of Health, Education, and Welfare, who is Chairman of the Trustees of the Federal Woman's Award, presided, and the citation for each recipient was read by a top official of her agency.

As in previous years, the Award winners represented a wide range of professional and executive talent and achievement:

LOIS ALBRO CHATHAM, Ph.D., is Chief of the Narcotic Addict Rehabilitation Branch, National Institute of Mental Health, in the Department of Health, Education, and Welfare. A psychologist, she administers the major Federal program in the treatment of narcotic addiction and drug abuse, including development of a national network of treatment agencies, supervision of community-based facilities serving thousands of patients, and direction of continuing research and evaluation. She was honored for "exceptional administrative ability and rare personal dedication."

PHYLLIS DIXON CLEMMONS, R.N., is Director of the Suicide Prevention and Emergency Mental Health Consultation Service in the Department of Human Resources, District of Columbia Government. A nurse specializing in the field of psychotherapy, she created and directs a program of suicide prevention and mental-health crisis intervention including a 24-hour emergency service. She was cited for "singular professional competence and qualities of human understanding."

RUTH M. DAVIS, Ph.D., a research mathematician, is Director of the Center for Computer Sciences and Technology in the National Bureau of Standards, Department of Commerce. As one of the Nation's leading pioneers in computer sciences, she has formulated a broad program to make effective use of computer science in health care, protection of the environment, education, law enforcement, and Government operations. In addition to outstanding professionalism, she was recognized for "remarkable perceptiveness in humanizing computer technology to eliminate undesirable impact on the people it is intended to benefit."

MARY HARROVER FERGUSON has had an extraordinary 39-year Federal career, beginning at grade 1 and progressing through successive grades to her present GS–17. She holds the dual positions of Comptroller, Office of Naval Research, and Special Assistant (Financial Management) to the Assistant Secretary of the Navy for Research and Development, and is responsible for development and administration of the financial system for the total Navy R&D program. She was honored as an outstanding financial authority and for her "superb effectiveness and many original contributions to financial management."

RUTH MANDEVILLE LEVERTON, Ph.D., is Science Advisor (Nutrition) in the Office of the Administrator of the Agricultural Research Service, Department of Agriculture. Engaged for the past 15 years in the administration of nutrition research, she has set nutritional standards for food distribution for school children and needy families, and to meet nutritional needs in developing countries. She was recognized for "outstanding leadership in providing better diets and a higher standard of living in this country and for the undernourished throughout the world."

PATRICIA ANN MCCREEDY, M.D., is Project Manager of the Village Health Program, Agency for International Development, in Laos. Operating out of Vientiane, she is responsible for staff, supplies, and training of personnel for over 170 dispensaries and 8 hospitals in remote rural areas, most of them accessible only by small aircraft in which she flies daily over often dangerous terrain. She was cited for "extraordinary devotion to the well-being of others in providing health care where the need has been greatest" and for having performed this work for 10 years "at a truly distinguished level of excellence."

Each Award winner received a bronze medallion encased in lucite and an illuminated copy of her citation bound in leather, the gifts of Woodward and Lothrop, Inc., which for 12 years has been the financial sponsor of the Federal Woman's Award.

by Dorothy B. Jones / Office of Public Affairs / U.S. Civil Service Commission

QUOTABLE QUOTABLE

Principal speaker at the National Civil Service League's 1972 Career Service Awards ceremony, held in April at the Washington Hilton Hotel, was Secretary of Commerce Peter G. Peterson. Following are excerpts from his remarks:

I'd like to pose some questions about the future and about being public servants in this complex time.

Many have said that our society is future oriented. Yet we might find that Americans have a curiously divided attitude toward the future. For example, we have been traditionally over-optimistic about the possibilities of implementing the techniques and innovations that we already have but remain pessimistic about our ability to pose new problems, to transform our frame of reference. The danger of this mentality is real. We may all too easily find ourselves forgetting about our long-range needs in the effort to produce immediate results, an effort forced on us by the fact that many of our social institutions are too shortsighted to be thoughtful and too entrenched to be insecure.

What we must learn to do brings to mind the story about Gertrude Stein on her deathbed. She whispered to her faithful friend, Alice Toklas, "What is the answer?" Alice thought for a while, and replied, "Gertrude, I don't know." To which, after a pause, Miss Stein whispered, "Well, what is the question?"

Thus, if we are to manage the future, we must do something any large bureaucracy finds painful . . . inventing the questions before we start providing the answers . . . and being careful, of course, they are the relevant, new questions and not the obsolete, if comfortable, old ones. It is sad, but true, that old questions rarely die or even fade away.

I do notice some important differences between the way the government approaches the balance between the short-term and the long-term, and the way that many of our best managed business enterprises do.

One yardstick I have found useful in assessing the real strength of a company is how much time its very best people could devote to the future.

Men at the top of our governmental structure find themselves enmeshed in a system which seems almost to have been designed to prevent such thought. Consider for a few moments the barriers to a future orientation. The President and most political executives constantly must face the prospect that the next election looms no more than four years ahead. This results in pressure on all political actors to reduce their time horizon. The future which most concerns them is the time between now and the next election. To lose power is to lose the chance to do anything.

If we are to manage the future rather than be managed by it, those of us in the bureaucracy, starting at the Cabinet level, must decide that the future may well be our most important business. We must make available real blocks of our time and our very best people.

Recently there has been much controversy in Washington and in the media concerning a little book called *The Limits of Growth* put out by a team of scientists at MIT headed by Dr. Dennis Meadows.

The study, which has popularly become known as the report of the Club of Rome, was sponsored by a rather eclectic group of European businessmen and intellectuals.

The report argues that unless growth in population and in industrial output are halted very soon—certainly within the century—we will exhaust the planet's ability to provide natural resources for industry, yield food for mankind, and disperse pollution in ways which do not shorten or destroy life.

The Club of Rome contention that the time is at hand for also halting economic growth has been seized upon somewhat too readily by radical critics of our society. They loudly claim that a trillion dollar economy is sufficient to meet our needs if only resources are allocated "equitably."

I for one am skeptical that the Club of Rome thesis will be supported by future developments.

Nevertheless, the Club of Rome has done us a great service in one regard. They have asked some important questions about the future. They have forced us to consider trade-offs. They have tried to understand what crises we will confront, not next week or next year, but over the next century. This we must do so we can chart our destiny.

What can be done to improve our capability to manage the long run? President Nixon has certainly begun to move us in the right direction through the governmental reorganization. . . . What we will do, if we in the departments will also stretch our minds and outlook, is to make more rational government decision-making. We must make certain that those activities of the government which interrelate are considered together. Otherwise unintended consequences of actions tend to proliferate. I have always admired the professor who defined side effects as "effects we don't want to think about."

We will be a stronger Nation if we broaden the scope and humanize the way we do our work so that it allows some room for thought and stands for something more noble than the survival of the narrowest. It is in this direction that I think we have to move. #

ALCOHOLISM AND PRODUCTIVITY

by Donald A. Phillips • Alcoholism Program Manager • Bureau of Retirement, Insurance & Occupational Health • Civil Service Commission

A NEW AREA of national concern was clearly defined and mandated when President Nixon signed Public Law 91–616 on December 31, 1970. Enactment of the Comprehensive Alcohol Abuse and Alcoholism Prevention, Treatment, and Rehabilitation Act of 1970, which passed both the Senate and the House without a dissenting vote, culminated several years of effort in both the executive and legislative branches.

The impetus for this new emphasis came about with the formation of the Special Subcommittee on Alcoholism and Narcotics in May 1969. The Subcommittee, a part of the Senate's Committee on Labor and Public Welfare, is under the chairmanship of Sen. Harold E. Hughes. Senator Hughes, himself a recovered alcoholic, has become a rallying point for a concerted national drive to bring the disease under control. After extensive hearings, his Subcommittee developed and sponsored the bill which became law.

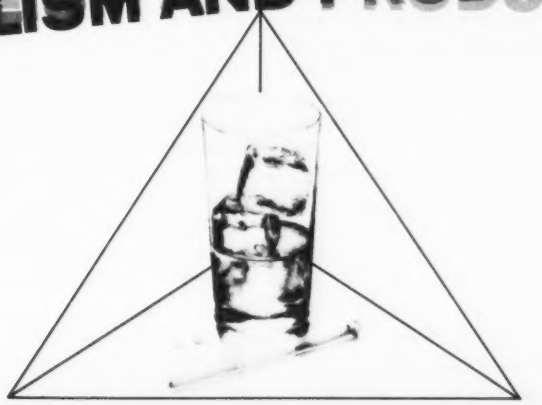
One of the important provisions is the establishment of the National Institute on Alcohol Abuse and Alcoholism within the National Institute of Mental Health. As the focal point for Federal leadership in the area of alcoholism, the Institute has responsibility for formulating and recommending national policies and goals regarding the prevention, control, and treatment of alcohol abuse and alcoholism, and for developing and conducting programs and activities aimed at these goals.

Another important provision of the law, and one that concerns all Federal employees, is Title II which makes the Civil Service Commission responsible for developing and maintaining, in cooperation with the Secretary of Health, Education, and Welfare and with other Federal agencies, appropriate prevention, treatment, and rehabilitation programs and services for alcoholism and alcohol abuse among civilian employees.

The Commission has long recognized the practical necessities for openly and constructively dealing with the problem of employees who are alcoholic. In November 1967, the Commission sponsored a conference for top Federal managers which dealt with problem drinking in the work force. The objective of the conference was to discuss problem drinking as it pertains to occupational health and to map out a strategy for action. A model program evolved which focused on work performance and was designed to identify and help employees with drinking problems in a nonpunitive program setting. The approach, published under the title "The Key Step," was adopted by many Federal agencies and they have realized substantial benefits in the form of valuable employees returned to a productive work capability.

The need for such programs is not motivated by altruism alone. The General Accounting Office, at the request of the Subcommittee, conducted a study to determine the cost savings to the Government which might be brought about through employee alcoholism programs.

The GAO made wide-ranging contacts in governmental jurisdictions and private industry, as well as with researchers and organizations specializing in alcoholism education, treatment, and rehabilitation. The views and statistical data accumulated indicate



that the incidence of alcoholism among Federal civilian employees ranges between 4 and 8 percent, or between 112 and 224 thousand.

The cost of alcoholism to Federal agencies was also assessed during the study. The National Council on Alcoholism reported that in-company surveys had demonstrated a minimum cost to the employer of 25 percent of the average annual pay of each alcoholic employee. GAO adopted this figure as the basis for estimating Federal costs and concluded that losses due to employee alcoholism are between $275 and $550 million annually. The report went on to cite authoritative estimates that about 54 of every 100 alcoholic employees would be likely to recover as a result of an employer-sponsored alcoholism program. In the Federal civilian sector, this recovery rate would represent net annual savings of from $135 to $280 million annually.

The first attempt at installing a management program to deal constructively with alcoholism on the job was made in 1942. These early programs might be likened to placing an ambulance at the base of a cliff to treat the survivors from among those who fell off. The primary case load was composed of late-stage, visible alcoholic employees and they were usually referred to an alcoholism counselor to obtain help. Even with this type of highly debilitated case, the results were sufficiently successful to warrant continuing the program. However, initial programming efforts were only reaching the tip of the iceberg. The need to reach out and help the alcoholic at an earlier stage was obvious. The question was, "How?"

A seemingly logical answer occurred to several companies almost simultaneously. Supervisors were trained to recognize the early warning signs of alcoholism and were asked to identify suspected alcoholic employees. In practice, however, this was found to be a most unsatisfactory approach. Some companies went even further and required supervisors to confront alcoholic employees about "their problem" and persuade them to seek treatment. Those who attempted to do so soon found that they were fair game for highly skilled professional con artists who had been convincing family, friends, family doctors, and others that "drinking was not really their problem." In short, supervisors were given a task they were ill equipped to perform.

The modern approach finally evolved from studying the records of thousands of alcoholic employees. Almost without exception, a steady deterioration in job performance preceded by years any visible signs of alcoholism on the job. Most employers require supervisors to monitor job performance and document problems, and to take corrective action on the basis of poor job performance. Consequently, alcoholics and other troubled employees could be identified at a relatively early stage in their illness.

Still to be dealt with, however, was the gap between identification of the illness and a meaningful offer of help or treatment. This, fortunately, was an easily solved problem. An evaluative and diagnostic service was either identified in the community or established within the company. Employees with work problems they couldn't correct by themselves were offered these services on a confidential basis. The services were made more compelling when the troubled employee was told that if he refused the offer of help, and his performance continued to be unsatisfactory, administrative action would follow. At each step along the disciplinary route, the employee was offered confidential counseling and diagnostic service as an alternative to the administrative action. With the great majority of alcoholic employees, this is enough to get them in the hands of professionals who can diagnose their problem and help them get treatment. Private industry has shown that 60-80 percent of those who get to the "treatment door" will recover.

This principle has become the cornerstone of the Civil Service Commission guidelines for employee alcoholism programs. The guidelines state that:

- As an employer, the Federal Government is not concerned with the decision of an employee to use or not to use alcoholic beverages. The use of alcoholic beverages is of concern to management only when it results either directly or indirectly in a job-related problem.
- A drinking problem exists when an employee's use of alcohol interferes with the efficient and safe performance of his assigned duties, reduces his dependability, or reflects discredit on the agency.
- In such cases, Federal managers will take action in the form of nondisciplinary procedures under which an employee with a drinking problem is offered rehabilitative assistance and, failing response which results in acceptable work performance, invoking regular disciplinary procedures.

During the development of the guidelines, the ideas and suggestions of agency heads, veterans groups, labor organizations, and alcoholism education and treatment specialists were obtained. During program implementation phase at the field installation level, we believe that support of labor organizations will be a key element for success and have strongly urged that managers seek full participation of labor representatives both in program planning and in carrying out continuing programs.

The central office alcoholism program staff together with the Occupational Health Representatives in the Commission's ten regional offices have the primary responsibility for advising agencies on the Federal employee alcoholism program. Special emphasis

is given to training officials who will install and operate programs for their agencies. Training courses are being developed to acquaint medical personnel, counselors, and supervisors with their roles in dealing with alcoholism. In addition, the Commission will make available alcoholism consultation services for agencies that desire on-site assistance in program implementation and will, through the personnel management evaluation program, assess the effectiveness of agency efforts to deal with problem drinking.

The work of the Commission has been greatly enhanced by the new National Institute for Alcohol Abuse and Alcoholism, which has established as a number one priority the support of the Federal employee alcoholism program. This support is reflected in jointly developed and sponsored training courses, development and funding of a corps of alcoholism program consultants who will be available to assist Federal managers, and establishment of special education scholarships for Federal officials who will work in this area at Rutgers Summer School of Alcohol Studies. Since the Institute is responsible for fostering programs in local government jurisdictions and in industry similar to those for Federal employees, this cooperative effort will, without doubt, achieve the goals set by the law.

For too long alcoholic employees have been a painful enigma and liability. They need not be any longer. With personnel management policies and programs that are responsive to people problems and needs, this illness can be dealt with in a constructive way, representing a real payoff in productivity.

INTERGOVERNMENTAL PERSPECTIVES

The Intergovernmental Personnel Act (IPA) of 1970 gives the U. S. Civil Service Commission authority to ". . . furnish technical advice and assistance, on request, to State and general local governments seeking to improve their systems of personnel administration." As a result of this authority, a number of technical assistance projects in personnel management improvement are underway.

First was one with Hurst, Tex., for a review of its classification and salary plan. Another was with the State of Idaho for the conduct of a Job Element Examining Workshop for 15 State personnel analysts.

A good example of cooperation was an analysis of training needs for Mobile, Baldwin, and Escambia Counties, Alabama.

Other technical assistance has been provided to the Philadelphia Personnel Department to bring model cities personnel under the local civil service system. The New Jersey State Department of Civil Service secured USCSC assistance to develop a program for evaluating personnel programs which had been decentralized to State operating agencies.

CSC's Chicago Region helped the Great Lakes Basin Commission review their classification of professional positions. This Commission is an intergovernmental organization made up of States bordering on the Great Lakes and selected Federal agencies.

The Commission's technical assistance project with the State of Massachusetts involving the Executive Office for Administration and Finance is for a stem-to-stern revision of examinations for the Office's personnel procedures.

A project with the Guam Territorial Government to assess training needs and audit personnel practices for all departments of the Government will be conducted by staff from CSC, Navy, and FAA, and a retired personnel director from Army. The project is to report on validated needs in priority rank and recommendations for types of training programs and improvement of such procedures as assignment supervision.

Future projects being negotiated include establishment and modification of existing personnel systems in a number of cities, classification and compensation reviews in several cities, development of a system for grievances and dismissal procedures for some jurisdictions, and performance evaluation and testing for city, county, and State agencies.

Since we have been in the business of providing technical assistance on a reimbursable basis, we have completed, or are about to complete, over $100,000 worth of projects.

Another project, but with a different twist, is CSC's $244,000 agreement with the Department of Labor. The Commission, under this agreement, is providing technical assistance to State and local governments by assisting them in their implementation of personnel requirements under the Emergency Employment Act (EEA). Any State or local government may request CSC assistance on a nonreimbursable basis through the regional manpower office. The agreement for F.Y. 1973 now being negotiated with the Department of Labor is for technical assistance in the amount of $560,000.

In addition to these reimbursable technical assistance projects, the Commission continues to provide, on a nonreimbursable basis, technical assistance that has been provided in the past under merit system standards.

As we develop additional expertise, and the State and local governments become more aware of IPA activity, a greater workload is anticipated.

—Lea Guarraia

A message from the heart...

CSC's Office of Public Employment Programs coordinates the selective placement activities in the Federal Government for physically handicapped, mentally retarded, and mentally restored persons, and for rehabilitated offenders. This touching letter was received from a woman whose whole life was changed by the program.

Dear Sir:

I noticed with interest a certificate which hangs on the bulletin board of the Post Office here. It concerned some jobs that the Post Office has given to deaf people and it was from the Civil Service Commission. It was very nice of you to present that certificate to these Post Office people. Believe me, they really deserve it.

I wonder if you folks really know how much our jobs mean to us? Perhaps you don't, so I'd like to tell you about it.

I am not totally deaf. I can talk pretty well, in spite of an 85-percent hearing loss which makes it necessary for me to wear a hearing aid. Even so, many people still stare at me as if I'm some kind of a nut—just because I sometimes have to ask them to repeat something.

Before I went to work for the Post Office, I worked for eight years in a poultry packing plant. I had four children and a sick husband at the time and I had no choice but to take that job. The rule at the plant was all work and very little play. I often worked as long as 11 hours at a time, with my hands almost constantly in ice. When chunks of ice fell to the floor, you just stood in the cold water. There was no heat in winter and the same building was a sweltering oven in summer.

Three days a week I would go out after work and baby-sit to get extra money—and this was always after a rough session at the plant, where six of us would wrap 50,000 packages of chicken giblets daily. The only thing that kept me going was the thought of my children and the things they needed, simple things—like food, for instance. That was all I could afford to think of because, even working night and day, I couldn't possibly make enough money to buy those extra things I know are important to a child.

One day, I had a talk with a lady who told me about jobs for the deaf, jobs which the Post Office was offering. She gave me all the details and it sounded like a dream but, frankly, I didn't think I would have a chance.

Well, it turned out I did have a chance and I did get a job. Some of the men from the Post Office came out to help us. The kindness and understanding these men showed us is just unbelievable. They helped us with our jobs and they even helped us with other problems we had at the time. They told us to call them anytime, even at home. Their wives were most helpful also, assisting us in every way possible.

I know that, on the job, we made it hell (pardon the expression) for some of our supervisors. They didn't know the deaf sign language, you see, and it could get frustrating sometimes. But never have I had anyone speak a single angry word to me. Everyone has been so kind and understanding and we've worked it all out so that everything goes real smooth on the job now.

Today, life is better for me. I no longer have to stay away from my kids so much. I am now buying a home for us. My daughters can have new dresses once in a while and my son plays football and basketball with his new friends.

I keep worrying that one day I'll wake up to find that this is all a dream, and I'm afraid of anything that might cause me to lose this job. I know I could never go back to how things were before. None of us could stand that.

If I live a hundred years, I'll never forget the time my baby put three pennies in my hand and said she wanted to pay me so I could stay home and baby-sit with her. I hope no one will ever have to know the heartache I felt at that moment.

God bless all of you for helping us.

WORTH NOTING (CONT.)

allocation will enable Federal agencies (1) to train approximately 3,000 disadvantaged persons to be hired at GS-1 or at comparable levels under other pay plans, and (2) to enroll some 3,000 employees already in Government (in positions at GS-5 and below) in training programs designed to improve their skills and help them to advance to higher level jobs.

Under the PSC program, employing agencies bear the complete salary costs of all PSC trainees, both those newly hired and those already in Government. Labor Department funds administered by the Civil Service Commission are used to defray part of the costs of job orientation, skills training, counseling, and other supportive services.

• RETIRED FEDERAL employees numbering 1,075,000 received a 4.8 percent automatic cost-of-living annuity increase effective July 1. The increase was reflected in annuity checks mailed August 1. Since Federal employees who retired on or before June 30 also received the 4.8 percent increase, approximately 42,000 employees eligible to retire exercised their option to do so during the month of June. In an average month 5,000 employees retire, Government-wide.

In the first week of July the Claims Chief in the Commission's retirement bureau received a telephone call from an agency personnel officer.

Said the agency man: "I know you're snowed under, processing all those applications for retirement, but I wonder how you would react to my request for withdrawal of just *one* of the applications."

The response: "I would say God Bless You."

• CSC BULLETIN No. 831-39, May 18, 1972, was distributed to all Federal agencies, pointing out the major causes of delay in adjudication of retirement claims—a matter of special importance in view of the June 30 rush. The bulletin sets forth check points making it easier for agencies to avoid delays, and assist their retiring employees to get the fastest service possible.

• HEALTH BENEFITS: More than 286,000 Federal employees and annuitants, including 78,000 new enrollees, made changes in their health benefits coverage during the open season held November 15 through January 31. Results from the subsequent open season held March 15 through April 15 were not available at presstime. 90,000 persons changed options within a plan, and 118,000 changed from one plan to another.

The two Government-wide plans shared a net transfer loss of 54,296, which was almost entirely offset by new enrollments of 53,298. The Service Benefit Plan (Blue Cross-Blue Shield) lost 74,114 enrollees to other plans, gained 16,855 from other plans, and had 41,859 new enrollments for a net open season loss of 15,400. The Indemnity Benefit Plan (Aetna) gained 23,963 transfers, lost 21,000 transfers, and had 11,439 new enrollments for a net gain of 14,402. Net changes represent a 0.9 percent loss for Blue Cross-Blue Shield and a 3 percent gain for Aetna.

• RIGHTS AND RESTRICTIONS applying to political activity of Federal employees under the Hatch Act are given wide dissemination by the information program of the General Counsel's Office, Civil Service Commission. During the past 3 years attorneys from the office have held nearly 100 briefings with Federal, State, and local officials in all parts of the country. The information unit also prepares a political activity poster providing a series of "do's and don'ts" for Federal employees, with a separate version addressed to State and local employees. *Fed Facts 2*, a pamphlet on political activity which is also produced by the unit, was revised in March 1972. At that time Federal agencies purchased nearly three quarters of a million copies for distribution to their employees.

• TALENT AVAILABLE: At the close of the 1971-72 college year, CSC registers (both FSEE and Management Intern) contain the best supply of highly qualified young men and women in many years. The Commission is urging managers concerned with average grade now and leadership potential for the long run to be well aware of the unusual amount of talent now available for selection.

• THIS ISSUE of the *Civil Service Journal* is largely the work of retiring editor Celima Hazard, who left the Government June 30 after 38 years of service to take up her blue pencil in pursuit of private editorial duties. However, it also represents the contributions of Sylvia Bayliss, who returned to the Civil Service Commission from Department of Commerce to become *Journal* editor. Comments, suggestions, and ideas for the future are welcomed by the new editorship, as they were by the old.

—*Bacil B. Warren*

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